

DOCUMENT RESUME

ED 277 659

SP 028 349

TITLE Improving Undergraduate Teacher Education Programs in Georgia. Recommendations of the External Review Committee for the Improvement of Teacher Education in Georgia.

INSTITUTION University System of Georgia, Atlanta.

PUB DATE Oct 86

NOTE 37p.

PUB TYPE Reports - Descriptive (141) -- Information Analyses (070)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Accreditation (Institutions); *Educational Needs; Elementary Secondary Education; Higher Education; Minority Group Teachers; Policy Formation; Preservice Teacher Education; *Program Improvement; *State Standards; Teacher Certification; *Teacher Education Programs; Teacher Supply and Demand

IDENTIFIERS *Georgia

ABSTRACT

This report contains 43 recommendations for improving the quality of beginning teachers in Georgia through reform of undergraduate teacher education. The report also addresses issues outside the domain of teacher preparation institutions when these issues affect the pool of beginning teachers. Recommendations concentrate on five major areas of improvement: (1) the teacher candidate pool; (2) accountability in education; (3) institutions offering education in Georgia; (4) quality control for teacher preparation and entrance to the profession; and (5) the relationships of the regents, state board of education, and the trustees of independent colleges and universities in teacher education policymaking. Within the five chapters 21 issue-areas are examined. Recommendations for each area are preceded by a brief description of factors in Georgia and the nation which served as a basis for the proposals. Following each recommendation are comments intended to elaborate on implementation strategies and potential impact. (CB)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

ED277659

IMPROVING
UNDERGRADUATE
TEACHER EDUCATION
PROGRAMS IN GEORGIA

October 1986

Recommendations of the External Review Committee for the Improvement of Teacher Education in Georgia

BEST COPY AVAILABLE

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

- ☐ This document has been reproduced as received from the person or organization originating it.
- ☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

A. Flowers

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

SP028 349

IMPROVING
UNDERGRADUATE
TEACHER EDUCATION
PROGRAMS IN GEORGIA

October 1986

Recommendations of the External Review Committee for the Improvement of Teacher Education in Georgia

CONTENTS

FORWARD

INTRODUCTION

CHAPTER

1.	THE TEACHER CANDIDATE POOL	
1.1	Insufficient Supply to Meet Demand	1
1.2	Declining Numbers of Minority Enrollment in Teacher Preparation Programs	3
1.3	Attrition in Higher Education Institutions	5
2.	ASSESSMENT IN EDUCATION	
2.1	Testing as a Route to Accountability	7
2.2	Testing for Certification	8
3.	TEACHER EDUCATION INSTITUTIONS IN GEORGIA	
3.1	Undergraduate Teacher Preparation Programs	10
3.1.1	Admission to Programs	10
3.1.2	Content	11
3.1.3	Numbers and Geographical Spread	12
3.1.4	Faculty Characteristics	13
3.2	Funding	13
3.3	Relations with Arts and Sciences Faculty	15
3.4	Relations with the Schools (K-12)	15
3.4.1	Increasing Services to the Schools	15
3.4.2	SCDE-School Collaboration	16
3.5	Proposal for a Center of Excellence for Teacher Preparation Personnel	17
4.	QUALITY CONTROL FOR TEACHER PREPARATION AND ENTRANCE TO THE PROFESSION	
4.1	Provisional, Probationary and Emergency Certificates	19
4.2	Certification Regulations	20
4.3	Program Approval/National Accreditation	22

5. POLICYMAKING FOR TEACHER EDUCATION:	
Relationships of the Board of Regents, the State Board of Education and the Trustees of Independent Colleges and Universities	
5.1 Data Gathering	23
5.2 Coordination and Cooperation Between the Boards/Trustees	24

BIBLIOGRAPHY

References	25
General Studies	27
Appendix	28

For additional information, contact:

Dr. Anne Flowers
Assistant Vice Chancellor for Academic Affairs
Board of Regents of the University System of Georgia
244 Washington Street, S.W.
Atlanta, Georgia 30334

FORWARD

Concern with the quality of education in Georgia has extended to teacher education. A growing number of policymakers and policy analysts has raised important questions about the quality and size of the teacher education enterprise. Among those most concerned about teacher education have been the Board of Regents of the University System. In order to assist the Board in its deliberations, an External Review Committee was convened by the chancellor to: (a) provide a "snapshot" of teacher education in Georgia in 1986, (b) describe efforts elsewhere that might contribute to improving teacher education in Georgia, and (c) recommend actions and studies that need to be undertaken in Georgia.

The External Review Committee for the Improvement of Teacher Education in Georgia was a group composed of academic, organizational and business leaders. The Committee deliberated, analyzed data, visited institutions and listened to testimony from an impressive array of Georgia educators during the first four months of 1986. The Committee came to recognize how ambitious the charge was to it but was determined to examine each of the assigned areas. While the Committee considered many things, it carefully maintained focus on the primary assignment: to examine undergraduate teacher education in the colleges and universities of the University System of Georgia.

The deliberations of the External Review Committee produced an extensive report covering numerous issues and concerns. The Committee believes that the implementation of each of the report's recommendations will improve the condition and situation of teacher education in Georgia. We believe that the quality of beginning teachers can be changed by such interventions. Furthermore, we believe that teacher education programs will be improved and urge the systematic attention to each of the recommendations.

At the first meeting of the External Review Committee, it was reported to us that teacher educators in Georgia had failed to respond to the call for change. During our examination of teacher education in Georgia we found quite the opposite. Teacher educators have been—and assured us of their intent to remain—in the forefront of efforts to reform and revitalize education in Georgia. They have raised admission standards, changed programs, responded to testing requirements and raised exit conditions. They need to be involved significantly in further initiatives to achieve *Quality Basic Education* in Georgia.

The Committee acknowledges the diligent efforts of Marilyn Meier Scannell, who took our abstract ideas and limited notes and transformed them into this expansive report. Her knowledge and industry are deeply appreciated. We also want to acknowledge the support of Anne Flowers, assistant vice chancellor for Academic Affairs, who provided much support for our deliberations, institutional visits and inquiries for data and information. Dr. Flowers was of enormous assistance to us; however, she maintained a separation from the Committee when recommendations were being debated and ideas were being posed. Similarly, much assistance was pro-

vided by Joy Berry, policy coordinator in the Office of Planning and Budget. Ms. Berry was particularly helpful in providing information on the accomplishments and achievements of Georgia education.

Finally, we want to acknowledge the assistance that Professor Asa G. Hilliard of Georgia State University provided to us in our deliberations on minority teacher participation and teacher testing in Georgia. Dr. Hilliard and other professionals in Georgia's colleges and universities were extremely helpful to the Committee in sharing concerns and posing solutions.

Georgia education has a bright future, one that faces significant challenges. Wherever we turned, however, the Committee saw dedicated and committed professional educators confronting those challenges and laying a firm foundation for the future. We wish them well in their efforts.

Mary Hatwood Futrell
Chair
October 1986

INTRODUCTION

The following report contains forty-three recommendations for improving the quality of beginning teachers in Georgia. The recommendations focus primarily on teacher preparation programs in Georgia's public and private institutions of higher education. The report also addresses issues outside the domain of teacher preparing institutions when these issues impact on the pool of initial teachers. Improving the preparation of beginning teachers is an important fact of Georgia's commitment to excellence in public school education for it will require a highly trained corps of school personnel to attain the goals Georgia has set for educational achievement.

The intent of this report is to urge that steps be taken in the area of teacher preparation which would parallel measures already taken to improve public school education and the quality of the teacher workforce. These steps have been impressive. They include the following:

- Georgia's Quality Basic Education Act, enacted on July 1, 1985, provides a comprehensive approach to achieving a quality basic education in Georgia's public schools.
- Per student expenditures at the elementary and secondary levels in Georgia increased 31 percent between 1983 and 1986.
- Teachers' salaries rose 7.1 percent in the last year to an average of \$22,080 to serve as an incentive for those interested in a teaching career.
- A Performance-Based Certification Program has been developed as an effort to provide greater public accountability.
- Admissions standards for teacher education programs in public institutions surpass the national average.
- An Assistant Vice Chancellor for Academic Affairs has been appointed to work with institutions in the University System toward the goal of improving teacher preparation programs.

These are important achievements and policymakers in Georgia are to be commended for their efforts; however, it is readily apparent that additional work must be undertaken to enable Georgia to overcome several serious and persistent problems:

- In 1984, scores for Georgia high school students taking the Scholastic Aptitude Test were fifty-first and fiftieth in the nation on math and verbal portions, respectively.
- In 1984, Georgia's expenditure of \$2,692 per public school pupil ranked forty-second in the nation.
- Over 100,000 students dropped out or were not promoted in Georgia's schools in 1984-1985.
- Georgia ranked in the bottom 10 percent of states in the nation in the percentage of its young adults who attended a college or university in 1982.
- Of those pursuing higher education in Georgia, only 40 percent actually receive a college degree.

These are serious problems which deserve the ongoing attention of policymakers, teachers, citizens and teacher educators. We believe that the improvement of teacher education deserves equal attention.

In developing this report the External Review Committee for the Improvement of Undergraduate Teacher Education in Georgia was cognizant of the scope and size of the teacher education enterprise in Georgia. Among the factors taken into account were the following:

- There are thirty-three (fourteen public and nineteen private) higher education institutions in Georgia with teacher preparation programs.
- Of the fourteen public teacher preparing institutions, two are traditionally black institutions; two are comprehensive doctorate-granting universities; twelve are senior colleges.
- The average teacher's salary in Georgia remains below the national average, ranking the state 34th in the country.
- Georgia imports a significant number of its beginning teachers—of the approximately 5,000 newly-certified teachers in 1984, only 2,856 graduated from teacher preparation programs in Georgia. In 1985, 61 percent of newly certified teachers came from other states.
- While the minority school population in Georgia is growing, and it is predicted that it will reach 55 percent in 1990, minority participation in the teacher workforce is declining and is projected to be only 6 percent in 1990.
- In 1984, Georgia employed the highest number of teachers on some type of provisional or probationary certificate of any state in the nation; a total of 9,900 teachers, or 17.6 percent of the teacher workforce in Georgia's public schools, were within this category.
- Georgia suffers a severe shortage of qualified math and science teachers; in 1984–1985, 57 percent and 56 percent of math and science classes, respectively, were taught by teachers who held probationary or provisional certificates.

After considering these strengths and weaknesses in Georgia, the Committee chose to concentrate on five major areas of improvement which it felt could have significant impact on teacher preparation and newly certified teachers. These are: the Teacher Candidate Pool; Accountability in Education; Institutions Offering Education; Quality Control for Teacher Preparation and Entrance to the Profession; and the Relationships of the Regents, State Board of Education and the Trustees of Independent Colleges and Universities in Teacher Education Policymaking. The Committee was provided a wealth of information on these topics through several means, including reports, publications and records supplied by the office of the Vice Chancellor for Academic Affairs for the University System and representatives of the Governor's Education Review Commission; institutional visits and interviews with education personnel; and briefings by the staff of the Board of Regents.

The recommendations, numbered consecutively throughout the chapters, have been formulated to address needs specific to Georgia. They are admittedly not radical; rather, they fit within the context suggested by the *Quality Basic Education Act* of a formal school structure which will remain essentially unchanged. (While some form of differentiated staffing for teachers is mandated in the *Quality Basic Education Act*, it does not, at the time this report is being written, seem likely this will become a reality by the July 1, 1986 deadline.) Proposals for change are also influenced by recommendations of major national reports for the improvement of school personnel preparation programs. The order in which issues are addressed does not reflect their importance to the Committee.

Beyond the scope of this report, there are several major education issues meriting the continuing attention of policymakers in Georgia, the neglect of which will lessen any impact this report might have. These issues include: the continued improvement of teachers' salaries and working conditions in the public schools; an examination of preparation programs for public school administrators; improved cooperation between, and joint participation in, education improvement efforts by, public *and* private higher education institutions; and the recognition of teaching as a profession and the teacher preparing unit as a professional program with the rights and responsibilities attributed to other professions and professional schools.

Within the five chapters twenty-one issue-areas are examined. Recommendations for each area are preceded by a brief description of factors in Georgia and the nation which served as basis for the proposals. Following each recommendation are comments intended to elaborate on implementation strategies and potential impact.

THE TEACHER CANDIDATE POOL

Chapter 1

This chapter is divided into three sections: Insufficient Supply to Meet Demand; Declining Numbers of Minority Enrollments; and Attrition in Higher Education Institutions.

1.1 INSUFFICIENT SUPPLY TO MEET DEMAND

The National Center for Education Statistics (NCES) projects that nationally in 1993 only 63 candidates will graduate in teacher education for every 100 positions available (NCES, 1985). NCES further suggests that 1.65 million additional teachers will be needed between 1985 and 1993, and more than two-thirds of these will be in the area of elementary education. During the next five years it is also expected that shortages of qualified teachers, especially in mathematics, sciences and foreign languages, will intensify.

Although the projected demand for teachers in Georgia is not known, several facts suggest that Georgia is currently experiencing a shortage of qualified teaching personnel and that that situation is likely to be aggravated in the coming years. As indicated in the Introduction, Georgia imports a significant number of its beginning teachers, and many in the teaching force hold provisional or probationary certificates, particularly in math and science. The prospective teacher supply data for Georgia indicate that this condition will not improve without major interventions. For example, baccalaureate degrees conferred in education declined from 16 percent of all de-

grees conferred in 1978 to 12 percent of the total in 1985. The teacher candidate supply, nearly 5,000 in 1975, fell to under 2,000 in 1984, although rising slightly to 2,500 in 1985. If Georgia were to rely entirely upon certified graduates of Georgia's colleges and universities to staff the schools, Georgia would have an enormous shortage of teachers. If Georgia maintains current practices — importing large numbers with provisional certification — then the shortage could be modest. The Committee believes that efforts are needed to assure high quality and an adequate flow of certified teachers into the schools of Georgia.

The Committee concluded that it is likely that Georgia will have a teacher shortage, although the magnitude of the shortage is unknown. Addressing the supply-demand problem should be a major concern for Georgia policymakers. One solution, pursued by the Georgia State Legislature, has been to establish alternative certification routes through the *Quality Basic Education Act*. The Act states:

The State Board of Education shall have the authority to grant renewable certificates at the four-year level in a teaching field to an applicant who has not completed a teacher preparation program provided, however, that such applicant meets the following conditions: (a) Is the holder of a bachelor's degree from a regionally accredited college or university in a subject area field which has been declared by the state board to be a

critical shortage field; (b) Has satisfactorily completed an appropriate college course related to human growth and development . . . ; (c) Has satisfactorily completed a one-year supervised classroom internship involving the appropriate teaching field; and (d) Has satisfactory assessments pursuant to subsection (b) of this Code . . . "Education Certification Tests."

The impact of the alternative certification route has yet to be assessed. However, according to Erikson and Barr:

State legislatures and state education agency policymakers who are considering alternative credentialing in the academic subjects should carefully analyze the experiences of vocational education. . . . Alternative credentialing in vocational education has not been a major factor in the expansion or reduction of vocational teacher education programs at colleges and universities. However, it has greatly increased the need for inservice education (*Journal of Teacher Education*, May-June, 1985).

The External Review Committee believes, based on this and other sources, that this approach should be carefully monitored to assess the efficacy of these programs and the quality and retention of their products.

Other approaches to solving the problems of supply-demand inequities are now being considered nationally and in Georgia. Although small in number, a variety of recruitment strategies is being pursued nationally. For example, according to a 1985 publication of the American Council on Education (ACE), "one in four colleges or universities provides scholarships specifically for teacher candidates with high ability" and "four percent

have 'programs for loan repayment through service' designed for teacher candidates" (Holmstrom, 1985). The ACE publication did not categorize recruitment strategies according to a state's need for teachers; therefore, the significance of these figures is not interpretable.

RECOMMENDATIONS

RECOMMENDATION 1: SUPPLY AND DEMAND STUDY

An Extensive Survey Of Teacher Supply And Demand Data In Georgia Should Be Undertaken.

Comments: Such a survey requires the participation of the University System, the Independent Colleges Association, the State Department of Education, local school districts and all schools, colleges and departments of education in Georgia. The survey should include information about projections in the supply of teachers vis-a-vis school enrollment projections categorized according to teaching specialization and student grade level. Projections should be made sufficiently into the future so that policymakers can make informed decisions about long- as well as short-term options.

RECOMMENDATION 2: RECRUITMENT STRATEGIES

Recruitment And Incentives Programs Should Be Established To Attract Academically Able Students Into Teaching.

Comments: Efforts should be made to generate interest in teaching careers among academically able high school, junior college and

other college undergraduates and to expand programs consisting of scholarships, repayment by service options and low-interest loans.

RECOMMENDATION 3: DUAL/ADDITIONAL CERTIFICATION

An Incentives Program Should Be Established To Encourage Practicing Teachers To Work Toward Dual Or Additional Certification.

Comments: Incentives programs could be tied to an agreement that recipients will work in geographical areas of high need for a specified period of time and in disciplines where shortages are acute. This option may be expensive in the short run. However, it should help to alleviate the need for issuing large numbers of emergency, provisional, probationary and alternative credentials. Studies have shown that holders of substandard certificates will require more inservice education and have higher turnover rates than teachers who have completed regular teacher preparation programs. Investing in recruitment and incentives programs may, therefore, save money in the long run.

RECOMMENDATION 4: SCHOOL, COLLEGE AND DEPARTMENT OF EDUCATION (SCDE) INITIATIVES

Schools, Colleges And Departments Of Education Must Design Programs Which Address The Supply-Demand Problem Without Reducing Quality Standards.

Comments: Examples of new program initiatives are cited by the

American Association of Colleges for Teacher Education (AACTE) Task Force on Certification in a 1984 report. One recommendation calls for SCDE's to:

...examine and redesign their programs to permit and encourage the preparation of teachers who are certified in more than one area. Prospective teachers should be counselled about the desirability of such multiple certifications. Doing so would provide more job choices for prospective teachers as well as contribute to staffing flexibility in schools.

Another task force proposal calls for SCDE's to develop programs meeting the special needs of individuals wishing to enter the teaching profession from other careers. Such mid-career entry programs, in contrast to the Alternative Credentialing included in the *Quality Basic Education Act*:

...should use assessment techniques to identify the professional knowledge and competencies already possessed by candidates. Program components should then be developed to bring these candidates to the level required for effective classroom performance and full certification as a teacher.

The Committee believes this carefully-structured alternative certification is safer for classroom students, will cost less in terms of future inservice needs and should produce a more stable workforce than the certification programs proposed in the *Quality Basic Education Act*.

The redesign of current programs or design of new programs will require assistance from the University System in terms of release of staff time and additional resources. The potential for increased enrollments should be high. Suggestions such as those proposed by the AACTE Task Force should be rou-

tine strategies for teacher preparing units whether or not there is a teacher shortage.

RECOMMENDATION 5: TEACHER ATTRITION/RESERVE POOL

A State Clearinghouse Should Be Established For The Purpose Of Identifying Teachers Who Left The Profession But Remain In Georgia And May Be Ready To Teach Again.

Comments: Georgia, like other states in the country, is experiencing a rising rate of attrition from its teacher workforce. A recent survey reported that 43 percent of Georgia's teachers are considering leaving public school teaching. This finding suggests that in addition to an examination of the teacher reserve pool in Georgia, a study should be conducted on the teacher attrition problem, which would include reasons cited for leaving the profession and proposals to address the problem.

Although an examination of the teacher reserve pool appears to be an expedient and efficient route to address the supply-demand deficiency in Georgia, the number of teachers which would be reached in this manner is unknown. If effective, this option lessens the need for extensive training of new teachers and importing large numbers from other states.

1.2 DECLINING NUMBERS OF MINORITY ENROLLMENTS IN TEACHER PREPARA- TION PROGRAMS

In 1981, 33.5 percent of the student enrollment in Georgia's public

schools was black, compared with, 27.6 percent of the teacher workforce. Since then, while the percentage of minority students has grown, the number of minority teachers has declined. Georgia's experience with a declining minority teacher candidate pool reflects a national phenomenon. Although Georgia's population is approximately 27 percent black, and projections indicate that proportion will grow, data on degrees conferred (Summer 1984-Spring 1985) at public institutions in Georgia show that only 171 out of 1,670 (10.2 percent) bachelor's degrees conferred in education were to black persons (NCES, 1985). Projections, cited previously in this report, of a 55 percent minority school population coinciding with a 6 percent minority teacher workforce population by 1990 indicate this is a worrisome situation.

Contributing to this imbalance is Georgia's use of the Regent's Examination and the Teacher Certification Testing Program which appear to screen out disproportionately large numbers of minority teacher candidates. A passing score is required on the Teacher Certification Test (TCT) for a teacher candidate to be granted the initial teaching certificate. In one recent administration of that test, 34 percent of the black teacher candidates passed the test on its first administration in contrast to 87 percent of the white candidates. This finding might suggest the need for further analysis of test item equity and content validity along with the efficacy of teacher preparation programs at all institutions.

The test is not the only apparent problem. The inadequacy of minority candidates' preparation may be just as important. If the profession is to be committed to accountability, teachers need to be able to show their mastery of content on a paper-and-pencil test. Attracting more minority can-

didates, providing them with a quality program, assuring that they sit for the test and are successful and assisting them in locating teaching positions should be a major effort of both policymakers and educators in Georgia.

Since 1983, passage rates of teacher candidates on the TCT have been tied to teacher preparation program approval. This policy accentuates the concern for attracting and retaining minority candidates. Initially thirty-nine programs in twelve institutions were placed on probation. Programs offered by institutions with large proportions of black students made up a significant number of programs on probation. The Board of Regents authorized the following action for programs on probation:

After the Spring 1986 administration of the TCT, one of three decisions will be made with regard to each program involved: removal from "probationary review" status, continuation of "probationary review" status for a specified period of time, or discontinuation of the program (Personnel Committee, Governor's Education Review Commission, 1984).

Without a major intervention to reverse the trends cited above, the number of minority candidates is certain to decline even further. According to Pamela George:

The predictability of the role that high and persistent failure rates on entrance and exit tests will have on teacher training in the South is ominous to those who support the mission of historically black colleges and their teacher preparation programs . . . the corollary is clear—fewer blacks will become teachers . . . (*Journal of Teacher Education*, November-December, 1985).

RECOMMENDATIONS

RECOMMENDATION 6: EARLY IDENTIFICATION AND COUNSELING

A Program Should Be Initiated For Early Identification Of Minority High School Students Who Show Interest In And Promise For Teaching.

RECOMMENDATION 7: COLLEGE PREPARATORY PROGRAM

A Special Program Should Be Established For Minority Students Which Addresses College Preparatory Needs For Academically Promising Students At Middle, Junior And High School Levels.

RECOMMENDATION 8: GOVERNOR'S SCHOOL

The Concept Of Establishing A Governor's School In Connection With An Urban College Or University For Prospective, Promising Teacher Candidates Should Be Explored.

RECOMMENDATION 9: INCENTIVES PROGRAM

The Incentives Program Consisting Of Scholarships And Loans With Repayment By Service Options For Promising

Minority Students Who Wish To Teach Should Be Continued And Enhanced.

Comments: The four recommendations cited above call for a major investment in human capital to avert the impending depletion of the minority teacher pool. If nothing is done to establish a pool of academically able minority candidates and to provide incentives to make teaching an affordable option, Georgia faces an alarming imbalance between the numbers of minority public school students and minority teachers. This situation will likely exacerbate the already low test scores and college entry and graduation rates of minority students. With sufficient numbers of minority teachers serving as role models, the potential return on the investment could be a higher minority student population in higher education.

RECOMMENDATION 10: INSTITUTION INCENTIVES

The Board Of Regents Should Provide Incentives For Teacher Producing Institutions To Increase Their Proportions Of Minority Enrollees In Teacher Preparation Programs.

Comments: This proposal would help to alleviate the discrepancy between the need for and the availability of minority teachers and more evenly distribute the geographical location of minority graduates.

One incentives model might take the form of a system of "bounties" or dividends to be paid to any institution which successfully prepares a minority candidate who passes the TCT; such "bounties"

would represent a collaborative system of reimbursement funded jointly by the state and the local school district which employs the minority teacher. This recommendation requires additional efforts by selected institutions in the minority recruitment process, placing particular responsibility on the universities to take the lead.

RECOMMENDATION 11: ASSISTANCE TO TRADITION- ALLY BLACK INSTITUTIONS (TBI's)

The University System Should Continue To Assist Institutions Which Have Traditionally Prepared A Large Proportion Of Black Teachers To Meet Program Review Requirements.

Comments: The traditionally Black Institutions prepare 23 percent of Georgia's minority teacher candidates, and these candidates are in short supply. Assistance should be provided in the form of resources to employ consultants and staff to revise curricula, if necessary, and establish programs and activities to ensure a passing rate on entrance and exit criteria for students in teacher preparation programs.

RECOMMENDATION 12: TEST ANALYSIS

The University System Should Encourage The State Department Of Education To Undertake An Analysis Of The Teacher Certification Test In Light Of Equity And Content Validity Concerns.

Comments: The Analysis should follow the lead of the "Golden Rule Principle" (so named for the Golden Rule Insurance Company which recently settled out of court with the Educational Testing Service in an Illinois case). George, in her analysis of this decision, notes:

As a result of this settlement (on an insurance licensing exam), the only items from a test pool that can be used are those that are answered correctly by more than 40 percent of those tested and for which the rate of right answers for blacks and whites differs by no more than 15 percent. . . . The routine reduction of test items on the NTE (National Teacher Exam) and other teacher tests that produce marked racially varied scores would decrease the differential impact of the tests while still preserving their utility as a measure of minimum competence (*Journal of Teacher Education*, November-December, 1985).

Attention to this issue is imperative. Georgia could be a leader in terms of attention to equity concerns by addressing this issue.

RECOMMENDATION 13: STATE-WIDE CONFERENCE

A State-Wide Conference Of Leaders In Education, Policymakers, Minority Leaders And Representatives Of The Business Community Should Be Convened To Deal With The Crisis In Minority Representation In The Teacher Workforce.

Comments: The issues and problems discussed in this section should serve as the focus for this conference. The Committee believes that few citizens in Georgia are aware of the dimensions of this problem and that a state-wide conference can raise public awareness and lead to public support for the remedies and proposals identified elsewhere in this report.

1.3 ATTRITION IN HIGHER EDUCATION INSTITUTIONS

Statistics cited in the Introduction indicate the low ranking of Georgia in comparison with other states in the region and in the nation in the percentage of its young adults participating in and completing a postsecondary education. This situation has obvious implications for the state's manpower needs, including the demand for new teachers.

One apparently successful approach used in Georgia for students wishing to pursue higher education who cannot meet minimum SAT score and GPA entrance requirements for the regular course of study is the Developmental Studies Program. Students must successfully complete the program before "graduating" to higher-level coursework. Statistics at one institution show that 55 percent of the students who have gone through the Developmental Studies Program graduate from college, a rate 15 percent higher than that for students pursuing higher education who have not gone through the program. While further study is necessary, an implication of these statistics is that the Developmental Studies Program may be utilizing approaches which could be applied for all students in the Georgia University System.

RECOMMENDATIONS

RECOMMENDATION 14: STUDY/ANALYSIS OF ATTRITION

**The University System
Should Analyze
Methods Used In
Certain Developmental
Studies Programs
Which
Appear To Yield A
Higher Percentage Of
Students Achieving The
Baccalaureate, To
Assess Whether And
How These Approaches
Might Be Applicable To
The Regular Course Of
Study For All Students.**

Comments: The state could significantly increase efficiency in the use of funds by reducing the high attrition rate at University System institutions. Costs incurred in an attempt to increase retention in higher education would be negated if such an investment resulted in more students completing college and university studies.

RECOMMENDATION 15: MARKETING PROGRAM

**The University System
Should Conduct An
Extensive Marketing
Program Designed To
Increase The
Awareness Of Parents
And Prospective
Students Of The
Value Of A
Postsecondary
Education.**

Comments: Such a program should be developed and implemented in conjunction with the State Department of Education and the Board for Postsecondary Vocational-Technical Programs. Given the long-term need to increase the

pool of indicated persons in Georgia, this is an important investment for the future of the state.

ASSESSMENT IN EDUCATION

Chapter 2

This chapter is divided into two sections. The first looks at testing as a course of action to ensure accountability to the public. The second examines testing as used specifically for teacher certification purposes.

2.1 TESTING AS A ROUTE TO ACCOUNTABILITY

Georgia continues to be accountable to its citizens for the quality of education they pay for and receive. Increasingly, policymakers believe individual schools and colleges should be accountable to patrons and taxpayers for the quality of education provided. Both of these are desirable goals. One approach used in Georgia to achieve the desired educational accountability is the testing of students at various grade and educational levels and requiring a passing score in order to advance to the next grade or educational level.

Although the use of testing for promotion purposes is fairly common nationally, it sometimes has unintended and undesirable consequences. For example, school personnel, who perceive that they and their schools will be judged by test results, may change teaching practices and curricula so that students achieve better test scores. This practice is sometimes unfortunate, as tests measure only a portion of a student's intended achievement, and that measure often indicates only a minimum comprehension level. If teaching and curricula are revised to accommodate test objectives to an exces-

sive degree, students and taxpayers are losing the benefits of other desirable education outcomes, such as the ability to analyze and pursue new knowledge, develop citizenship skills, etc.

A study conducted by a National Board of Inquiry chaired by Harold Howe II, former U.S. Commissioner of Education and currently Senior Lecturer at the Harvard Graduate School of Education, and Marian Wright Edelman, President of the Children's Defense Fund, identified misuses of testing as a major barrier to excellence for all children. The panel concluded:

With attention focused firmly on raising test scores, educators and parents too often fail to take into account other important factors such as students' enthusiasm and energy, their progress as learners, or whether they have learned to ask probing questions. Insofar as teachers are also judged by the results of those tests, it is not surprising that they may place an emphasis on raising scores, sometimes at cost to their own skill, judgment, and enthusiasm (*Educational Measurement*, Spring, 1986).

While the Committee recognized that pupil assessment is beyond its scope of work, it felt compelled to comment on the amount of testing it observed during the time spent in Georgia. It believes that policymakers and educators must engage in a continuing dialogue about the appropriateness of each test used in Georgia's educational institutions.

2.2 TESTING FOR CERTIFICATION: THE TEACHER CERTIFICA- TION TEST (TCT) AND THE TEACHER PERFOR- MANCE ASSESSMENT INSTRUMENT (TPAI)

Georgia is one of at least eighteen states which require a standardized teacher certification exam. (Thirty additional states had legislation pending as of November, 1985.) It is one of only a few states that also use a performance assessment test for beginning teachers. The role of testing as one criterion for successfully completing a teacher preparation program has been accepted nationally as an important signal to the public that the candidate has the basic minimum knowledge to begin teaching. The National Commission for Excellence in Teacher Education states:

... before graduation from a teacher education program, every candidate should demonstrate his or her knowledge and skills on three measures: (a) a test of knowledge of the subject to be taught, (b) a test of knowledge and application of the foundations, science, and processes of teaching, and (c) ability to teach effectively (1985).

In an attempt to assure minimal competence of beginning teachers, the Georgia Board of Education adopted the following policies effective on or after September 1, 1978:

1. All candidates for the initial non-renewable certificate must take the TCT—"a knowledge test, external to the preparation process, of subject matter a teacher would be expected to know in order to be minimally competent to teach in a given field. . . ." The TCT is composed of twenty-eight tests covering forty-nine certification fields. The initial certificate is valid for three years.

2. Conversion to a renewable certificate in one to three years requires passage of the TPAI. Passing is based on a demonstrated proficiency of fourteen competencies "judged to be essential to function effectively as a professional educator."

Accountability at the institutional level has been pursued by the Georgia Board of Regents through a practice of review of teacher preparation programs in the University System based upon the performance of their graduates on the Georgia Teacher Certification Test as described in Chapter 1, Section 1.2. This procedure, first instituted in Florida, is not widely used and may have some undesirable effects and inconsistencies. For example, the practice of review of teacher preparation programs involves TCT results only, notwithstanding the fact that competencies assessed on the TPAI should also be partially representative of the components of the teacher preparation program.

It should also be noted that in Georgia, as in other states using certification tests, many of the failure rates occur in programs dominated by arts and sciences coursework, not education courses. A myth that should be dispelled is that education coursework comprises the majority of a teacher candidate's preparation. In fact, nationally, 65 percent of an elementary teacher's preparation, and approximately 75 percent of a secondary teacher's preparation, is the responsibility of arts and sciences departments. Yet teacher preparation programs, not arts and sciences programs, bear the blame for shortcomings in the academic areas of preparation.

Finally, it should be recognized that the Regent's policy may be placing an unfair burden

upon a portion of institutions preparing teachers in that only programs in public institutions are subject to this review. Teachers prepared in private colleges and universities may be responsible for a significant share of the low educational performance of Georgia's students, and efforts should be made to make standards uniform for all institutions. The Regents, however, should not relax standards for any public institution because private institutions are not measuring up to the same standards.

RECOMMENDATIONS

RECOMMENDATION 16:
THE USE OF THE TEACHER
CERTIFICATION TEST
PASSAGE AS A SOLE
CRITERION FOR DETERMIN-
ING INSTITUTIONAL PRO-
GRAM STATUS SHOULD BE
TERMINATED.

Comments: The TCT was not intended to assess institutional strength but rather individual students' subject area knowledge. This recommendation suggests the use of testing as it is ideally meant to be used—i.e., for identification and correction of possible candidate deficiencies. Performance of an institution's graduates on the TCT and/or TPAI should be used to develop effective educational support in the form of technical assistance to institutions needing help. The Board of Regents should continue the policy of assistance to institutions with low passage rates on the TCT through development of a plan for improvement and also provide resources necessary to enable the institution to hire staff, revamp curricula, institute new programs and the like.

In lieu of the current review practice, the Board of Regents should use national accreditation and/or state program approval standards. The Council for Post-secondary Accreditation (COPA) has approved the National Council for Accreditation of Teacher Education (NCATE) as the accrediting agency for teacher education. Although both the accreditation and program approval processes were found lacking in a 1984 report of the Personnel Committee of the Governor's Education Review Commission, it should be made clear to the Board of Regents that NCATE has been totally redesigned to address the problems cited in the Personnel Committee report. Chapter 4, Section 4.3 of this report describes this redesign in further detail.

RECOMMENDATION 17: EQUAL EXPECTATIONS FOR PUBLIC AND PRIVATE INSTITUTIONS

The University System Should Work With The State Department Of Education To Require That All Public And Private Teacher Preparing Institutions Meet The Same Test And Program Approval Standards.

Comments: As stated in the November, 1984 Personnel Committee Report cited above:

Teachers employed in Georgia public schools are graduates of programs in public and private colleges and universities. Holding some teacher preparation programs to one set of standards while not holding others to it can have a significant negative impact on the provision of equality of opportunity for Georgia public school children.

RECOMMENDATION 18: INSTITUTIONAL RESPONSIBILITY

Institutions Preparing Teachers Must Assume Greater Responsibility For Helping Their Students Meet Certification Requirements, Including Testing.

Comments: Notwithstanding previous recommendations and/or comments, meeting this responsibility could include instituting "coaching classes" (similar coaching is provided for taking the SAT, Bar and other exams) and/or instituting preliminary assessments of students' knowledge and skills in areas covered on the TCT and TPAI throughout the program. This recommendation may be unpopular as it suggests some conformation to testing, thus invading the professional freedom of faculty, and might involve curricular changes to accommodate certain competencies and assessments; however, it would represent more equitable treatment of students who undertake programs for the purpose of achieving certification.

RECOMMENDATION 19: CLEARER TEST INFORMATION

The University System Should Encourage The State Department Of Education To Report Data On Teacher Certification Test Results In A Manner Which Provides More Information To Both Faculty And Students.

Comments: A frequent criticism voiced by teacher educators is that they receive too little information about the TCT results for their students. They also believe they are not involved sufficiently in the development of the test. Con-

sequently, the Committee believes TCT results should be analyzed and reported by separate categories of test takers including: pre-student teaching candidates; preservice candidates; non-teacher candidates; re-entry candidates; out-of-state candidates; and candidates who did not pursue teacher preparation programs. By incorporating all results into one group, an institution often gets credit or blame for candidates for whom the teacher preparation program had limited or no responsibility.

Resources should be targeted to involve increased numbers of faculty and practitioners in test item development and validity studies. Involving even more education faculty and practitioners from a variety of institutions and schools throughout Georgia would not only improve the content of the tests but also help to reduce resistance to what is currently perceived as an externally imposed test.

TEACHER EDUCATION INSTITUTIONS IN GEORGIA

Chapter 3

This chapter is divided into five sections: Undergraduate Teacher Preparation Programs; Program Funding; Relations With Arts and Sciences Faculty; Relations with the Schools; and a Proposal for Establishing a Center of Excellence for Teacher Preparation Personnel.

3.1 UNDERGRADUATE TEACHER PREPARA- TION PROGRAMS.

This section is divided into four sub-topics: Admission to Programs; Program Content; Numbers and Geographical Spread of Programs; and Faculty Characteristics.

3.1.1 Admission to Programs

Admission requirements for teacher education programs in Georgia's University System institutions have been raised to include: a 2.5 GPA; a "C" in the English Sequence; a "C" in the introduction to education course; passing core curriculum requirements; a passing score on the Regents' Exam; and screening by education faculty. Despite a decline in teacher education enrollments, standards have remained strong—an average 20 percent of all applicants to teacher preparation programs are rejected, according to an "Undergraduate Programs in Teacher Education Fact Sheet" prepared by deans of education for the External Review Committee.

A November, 1985 publication of the American Council on Educa-

tion (ACE) provides data for comparison of the admission requirements for teacher preparation programs in the University System with national trends. According to that report, 70 percent of all teacher education programs have minimum GPA entrance requirements. An average minimum GPA of 2.3 is required for students entering elementary education and an average GPA of 2.4 for secondary education students. Consequently, Georgia ranks above the national mean in its GPA requirement. ACE reported that more programs at private institutions required at least a 2.5 minimum GPA for admission than those at public institutions; however, during the past five years, more programs at public than private institutions had increased their minimum GPA requirements to 2.5-2.9 (Holmstrom, 1985).

Nationally, 40 percent of all programs have separate minimum GPA requirements in English courses, and nearly one-half require students to pass a standardized or proficiency test for admission. Consequently, Georgia has taken bold steps to assure that prospective teachers in the "pipeline" pass through a series of "valves" and "spigots."

RECOMMENDATIONS

**The University System
Has Made Significant
Efforts To Enhance**

Admission Standards To Teacher Education And Continuing Efforts Should Be Made To Evaluate The Impact Of These Standards Upon Quality and Quantity Of Beginning Teachers.

3.1.2 Content

Faculty and administrators of SCDE's in Georgia's University System, like their counterparts nationally, are inundated with diverse expectations for teacher preparation programs. Programs must comply with increased regulation imposed by state agencies and national accrediting bodies. Programs should be designed in a manner that reflects new demographic, technological and educational trends in order to adequately prepare graduates for the workforce. They should supply a pool of teacher candidates sufficient to meet the requirements of Georgia's public schools.

In addition, a growing knowledge base for teaching and learning supports recommendations for change by authors of major national reports on teacher education. In these reports, there appears to be broad agreement on several recommendations for teacher education program content, for example:

- All teacher education students should meet liberal arts education requirements at least as extensive as those for other college students.
- Prospective elementary teachers will require study in multiple areas of concentration in the subject fields in which they will have teaching authority and responsibility. Those fields are: language and literature, mathematics, science, social studies and the arts. The

student's undergraduate major would take the place of one of the required concentrations.

- Secondary school teachers should have an academic specialization in the field to be taught.
- Prospective teachers . . . need experience teaching in real and simulated circumstances, and to have this teaching analyzed and criticized in accordance with educational science and pedagogical information that is taught in their college or university classes. Finally, they need to participate in detailed and repeated analysis and criticism of their own and others' videotaped and live teaching. "A minimum of ten weeks of student teaching is recommended."
- A minimum of four years should be devoted to the liberal arts component of the teacher education program; a minimum of five years to the total program.

The recommendations cited above appear in "A Compilation of the Major Recommendations on Teacher Education," prepared by the Education Commission of the States, in 1986.

Particular attention has been paid to the nine-week requirement for student teaching in Georgia. If the national average reported in the ACE publication, cited earlier, of ten credit hours is equivalent to ten weeks, then Georgia is only slightly below the national average. However, most programs granting ten credit hours for student teaching require 14-15 weeks in the schools. This time period normally includes time for seminars or advanced methods instruction. A longer time period for student teaching presents a problem for Georgia's colleges and universities which follow the quarter system, in that a quarter consists of only ten weeks.

RECOMMENDATIONS

RECOMMENDATION 20: TEACHER PREPARATION PROGRAM ANALYSIS

The University System Should Continue Efforts Already Begun To Analyze And Evaluate Teacher Preparation Programs And Bring Them Into Line With Changes Being Incorporated In Good Programs Throughout The Country.

Comments: This analysis should assess the sufficiency of teacher preparation programs in five areas: (a) general knowledge preparation; (b) academic discipline sequencing, use and relevance of academic majors; (c) time devoted to the student teaching practicum and other real and simulated classroom experiences for prospective teachers; (d) preparation of teacher candidates for career-ladder and differentiated-staffing models; and (e) the time required to prepare a teacher should recommendations in the national reports be adopted.

RECOMMENDATION 21: INCENTIVES FOR PILOTING NEW APPROACHES

The University System Should Work With The Board of Regents To Establish An Incentives Program To Encourage SCDE's To Pilot New Approaches In Teacher Preparation Programs.

Comments: Incentives could include a challenge grant competition for institutions, giving grants for the best proposals for innovative programs and approaches to

teacher preparation. Challenge grants could be similar in intent to the grants established in the *Quality Basic Education Act* to local school districts for the purpose of improving the effectiveness of an educational program or service. Preference should be given to proposals which include networking among the University System institutions.

Another method stimulating new approaches is to establish a separate funding allocation for institutions of higher education specifically targeted to teacher preparation program improvement. This approach would emulate other states which have created special purpose funding for institutional teacher education units in recognition of the fact that new practices and procedures for teacher education are time-consuming and expensive. Special funds should be distributed directly to teacher education units. Colleges and universities should be required to expend these funds only to supplement existing teacher education budgets and not be allowed to reallocate grants to other purposes. Although this method requires a significant investment on the part of the Georgia legislature, grants would be targeted for program improvement only, not for expanding the base support for teacher education.

In light of national report recommendations for increasing teacher candidates' studies in general education, subject area concentration, and the time spent in schools both as student teachers and in light of interns, and trends toward differentiated staffing in the schools, the University System should give serious consideration to piloting an extended teacher preparation program at one or more of its institutions. This is not the first suggestion of this type for teacher preparation programs in Georgia. As a route for granting certification to college graduates

who do not have required professional studies courses, the Georgia Professional Standards Commission proposed a carefully structured and sequenced graduate program and internship which would culminate in a master's degree and fifth-year certification ("Status of Teacher Education as it Relates to Critical Issues in Georgia," September, 1983).

In addition to an extended program, models that explore an induction period/internship for beginning teachers, middle school teacher preparation and urban teacher education should be piloted.

RECOMMENDATION 22: LENGTHEN STUDENT- TEACHING REQUIREMENT

The University System Should Work To Lengthen The Student Teaching Requirement To A Period Of 15-16 Weeks.

Comments: In view of the fact that the quarter system poses difficulties for meeting the proposed requirement, the University System should encourage the development of several model programs to assess possible ways of achieving this recommendation.

3.1.3 Numbers and Geographical Spread

Concerns in Georgia about the number of institutions offering teacher preparation programs parallel similar concerns throughout the nation. Increasingly, as federal support decreases, the states are expected to assume more of the costs for education. In addition, education reform measures proposed by governors and state leg-

islatures have high price tags. Given funding constraints, it is natural that state legislators think seriously about reducing the number of institutions offering similar programs. As stated in the November, 1984 report of the Governor's Education Review Commission Personnel Committee:

... the low number of student-teachers produced in some Georgia teacher education programs may not warrant the expense of continuing them, particularly when there is a similar program in a nearby institution which is well attended. ... In spite of declines in enrollment, the number of teacher education programs has increased.

Data for teacher education programs in Georgia's University System display a great deal of variability from program to program in terms of number of patrons and program offerings. (Data for private institutions offering teacher preparation programs are not known.) For example, among the different programs in the University System:

- The number of education graduates ranged from a low of 59 to a high of 789 (1984-1985)
- The number of fields offered per program during the same time period ranged from a low of 9 to a high of 28
- The number of graduates by field over a *five-year period* ranged from a low of 1 to a high of 1,139. Number of faculty by field and number of preparations per faculty member are not known.

The discrepancies between institutions may also indicate differences in resources which institutions are able to invest in their teacher preparation programs. While size does not equate with ex-

cellence, if there are too many fields, there can be a reasonable doubt about program quality. The Study Committee on Public Higher Education Finance (1982) concluded that "unduly small institutional size, institutional duplication, and program duplication were serious problems hampering quality improvement and efficient management." Agreements on an appropriate "critical mass" of faculty, other resources and students must be reached prior to making decisions about program discontinuation.

RECOMMENDATIONS

RECOMMENDATION 23: STUDY PROGRAM PROLIFERATION

The University System Should Conduct An Extensive Examination Of The Apparent Proliferation Of Teacher Education Programs In Its Colleges And Universities. A Special Allocation Should Be Made To Conduct This Serious And Sustained Study.

Comments: Such a study should make use of multiple criteria, including program quality, faculty expertise, geographic access and availability, program enrollment and productivity and the like, to determine those programs to be retained. This recommendation requires the gathering and serious analysis of data to determine a set of recommendations which appropriately reflect concerns about faculty retention.

3.1.4 Faculty Characteristics

Proposed changes in teacher training programs cannot be addressed without also discussing the teacher trainers who will implement the proposals. This section examines only two faculty characteristics, age and tenure, which appear to be attracting significant attention both nationally and in Georgia. A 1984 national survey of faculty members, conducted for the Carnegie Foundation, found that 36 percent were age 50 or above; more than one-half were over the age of 45. The Carnegie survey also found that 69.5 percent of full-time faculty were tenured.

An aging and highly tenured faculty suggests potential problems; while it may indicate that faculty members are more experienced and capable, it could be that these faculty members are out of date in terms of current practice and research in their fields. Further, it is desirable to have a mix of experienced and new faculty, the latter bringing fresh ideas and strategies to an academic unit.

The need for faculty revitalization may also be evident in Georgia's University System. In the System's schools, colleges and departments of education, approximately 60 percent of the faculty hold the rank of associate or full professor. The average age of this group is 50. Ways must be found to ensure that these faculty members are current with the world of practice and up to date with the knowledge and skills necessary to prepare personnel for an ever-changing workplace.

Typically when budget cuts must be made in higher education appropriations, professional development funds are the first to suffer. Reflecting on current faculty conditions in Georgia's schools, colleges and departments of education and expectations for teacher preparation programs, professional

development must become a priority as should means to find places for new faculty members.

RECOMMENDATIONS

A number of recommendations for faculty renewal are included in Section 3.5 in the "Center of Excellence" proposal.

RECOMMENDATION 24: EARLY RETIREMENT INCENTIVE

The University System Should Investigate The Use Of An Early Retirement Incentive Which Would Enable Senior Faculty To Teach Part-Time Or Retire While Retaining A Significant Portion Of Their Income And Fringe Benefits.

Comments: This recommendation would create additional tenure positions, thus enabling institutions which have senior faculty to balance faculty in terms of currency, tenure and age.

3.2 Funding

Funding is another area needing attention if schools, colleges and departments of education are to redesign teacher preparation programs and attract and retain capable faculty for that purpose. Describing funding for the University System in general, the Commit-

tee on Public Higher Education Finance (1982) found it "ranks in the upper quartile in appropriations per student, both regionally and nationally."

The funding level for education units within institutions in the University System, however, is less clear. In a 1983 report, the Georgia Professional Standards Commission stated that the evidence on SCDE program funding was mixed:

In some cases it appears that classes in teacher education are markedly larger than campus-wide norms . . . ; in other instances data show a lighter load than campus-wide. Unfortunately, few of the institutions responding in this study were able to provide effective responses to questions concerning campus-wide enrollments and credit-hour production. . . . The tentative conclusion . . . is that there may be reason for concern about the apparently inadequate level of institutional support for academic programs in teacher education on some campuses in Georgia.

Nationally, data show that education units are significantly underfunded. According to Howsam, Corrigan and Denemark (1985):

States continue through their allocation formulas to fund teacher education at the lowest levels. A university founded by a formula system may receive more per credit hour for a teacher education student enrolled in an academic course than it receives for the same student taking an education course; likewise, the university receives less for students in education courses than for students in all the other professional schools.

At the institutional level the authors state that "teacher education

has long generated funds which are reallocated for use by other university programs. 'Such evidence,' the authors maintain, "contributes to the perception that decision-making bodies in higher education have little respect for teacher education and a low regard for its importance to the public schools."

RECOMMENDATIONS

RECOMMENDATION 25: FORMULA FUNDING STUDY

The University System Should Undertake A Study Of Campus-Wide Enrollments, Credit-Hour Production And The Funding Formula For Schools, Colleges And Departments Of Education Compared With Other Programs At The Same And Other Institutions Within The System.

Comments: This study should assess (a) whether the funding is equitable and (b) whether funding is sufficient to allow the education unit to undertake quality instruction and research; work with the schools in meaningful partnerships; experiment with promising new program approaches; and fully support student teachers and interns. If the Professional Standards Commission report is accurate, necessary data for making informed judgments about the adequacy of funding for SCDE's is currently not available.

RECOMMENDATION 26: FORMULA FUNDING CHANGES

The University System Should Work To

Change The Funding Formula For Teacher Education Programs.

Comments: A funding formula should be devised that gives institutions the same amount per credit hour for education courses as for other clinical and laboratory courses and the same amount for students in education as for students in other professional schools. This proposal might take the form of recommending to the Regents that education be moved from category 2 to category 3 in the existing funding formula. It is likely that such a change will not be quickly accepted; however, if policymakers wish to signal their interest in improving teacher education, they must also be willing to give education units the wherewithal to do so.

RECOMMENDATION 27: INSTITUTIONAL REALLOCATION

The University System Should Encourage Institutions To Allocate Funds So That Education Units Get Shares Commensurate With Other Units, Sufficient To Fulfill Their Role As Professional Schools.

Comments: Regardless of the formula funding system, institutions have a great deal of autonomy in terms of internal allocation of funds. It is often the case that education units do not have sufficient leverage within the institution to ensure they are allocated funding commensurate with expectations. These expectations include not only teaching and research but faculty student teachers and interns and provision of services to the schools. Given the high

priority in Georgia for school improvement and the emphasis on performance-based certification, there should be increased recognition of demands placed on education units through appropriate resource allocation. The University System should assist SCDE's to achieve that recognition.

3.3 RELATIONS WITH ARTS AND SCIENCES FACULTY

As indicated previously in this report, a majority of the coursework in a teacher preparation program takes place within arts and sciences departments. Close collaboration between the two, therefore, is essential to achieve optimum training for prospective teachers. Yet, relations between faculties of education and liberal arts units are often strained or non-existent. Within such an environment, education students take coursework in liberal arts and education with little or no articulation between the two.

The struggle between liberal arts and education faculties has a long history. Since teacher preparation programs began in the Normal Schools, there has been a debate over the proper mix of liberal arts and education training necessary to best prepare teachers. "Each group views its contribution to the education of the teacher as critical. Each would enlarge its domain to provide more extensive preparation if it could. This leads to conflict of interest over possession of the student on the one hand and allocation of courses to be taken on the other" (Howsam, Corrigan, Denemark, 1985). Unfortunately, rather than being resolved internally, the debate is sometimes resolved through rigid state certification regulations. The student, caught in the debate, is often the loser.

Section 3.1.2 discusses recommendations of national reports for more extensive preparation of teacher candidates in the areas of general education, academic specialization and pedagogical studies. Increasing the time allotment for any of these will, in all likelihood, aggravate the current uneasy situation.

RECOMMENDATIONS

RECOMMENDATION 28: INTEGRATING LIBERAL ARTS AND EDUCATION

**The University System,
With The Assistance
Of College And
University Presidents,
Should Make It Clear
To Faculty, Students
And The General
Public That Teacher
Education Is A
University-Wide
Responsibility,
Not Solely The
Function Of An
Institution's College
Of Education.**

Comments: As a starting point, SCDE leaders at each University System institution should develop recommendations on actions that would involve in teacher education a wide range of faculty members and administrators from across each institution's campus.

There are a number of ways by which Arts and Sciences faculty might be more formally tied to the teacher preparation program. For example, SCDE's might adopt Goodlad's (1984) concept of "team teaching." To address the gap between subject departments and schools of education, Goodlad proposes that professors in schools of education team teach seminars, for

example, in the teaching of mathematics, with professors of mathematics. In addition, many institutions have two-directional appointments for faculty, one in the faculty member's specialty area and one in education.

In addition to methods which might improve faculty articulation among units, innovative program approaches should be designed which accommodate needs of both the arts and sciences and education units. One example of such a program is an extended teacher preparation program, as discussed in Section 3.1.2.

3.4 RELATIONS WITH THE SCHOOLS (K-12)

This section is divided into two parts: Increasing Services to the Schools; and SCDE-School Collaboration.

3.4.1 Increasing Services to the Schools

The relationship between SCDE's and the schools which employ their patrons should be symbiotic in nature. Yet, typically the academic world inhibits the ability of education faculty to work with school personnel. Funding for academic units is based primarily on credit-hour production, limiting the time faculty members are able to devote to school service. Promotion and tenure policies as well as merit increases often do not recognize work on school improvement. Little esteem is granted education faculty by peers in academic disciplines for time spent in schools. It is little wonder, given the lack of incentives, reward and recognition, that education faculty are often cited for being isolated from their own clients.

RECOMMENDATIONS

RECOMMENDATION 29: REWARD SYSTEM FOR SCHOOL SERVICES

**The University System
Should Develop An
In-Load Formula
Which Enables Higher
Education Faculty
To Provide Services
To The Professional
Staff Of Georgia's
Elementary and
Secondary Schools.**

Comments: This policy recognizes and makes legitimate the use of state funding for the contributions of college faculty who provide school services. Funding could be based on "School Improvement Hours" which would be equivalent to one student credit hour at the graduate level. One "School Improvement Hour" would equal ten contact hours with elementary and/or secondary school personnel. The "School Improvement Hour" formula would be as follows: # of educators $\times$ # of hours per meeting $\times$ # of meetings = contact hours = SIH. *Contact hour*, as it is used here, represents an hour of contracted instruction or consultation and assumes time for adequate faculty preparation in the delivery of these services.

RECOMMENDATION 30: SERVICES THROUGH THE QUALITY BASIC EDUCATION ACT

**The University System
Should Work With The
State Department Of
Education To Establish
Criteria For SCDE
Participation In
Appropriate Areas
Funded Under The
Quality Basic
Education Act.**

Comments: SCDE involvement

is most appropriate in provisions of the *Quality Basic Education Act* under "Incentives for Improvement"; i.e., Innovation Grants, Demonstration School System, Electronic Technology Program, Incentive Award Grants and Educational Research. If State Department of Education regulations do not require SCDE involvement, incentives should be provided to encourage school districts to include education faculty in their proposals.

3.4.2 SCDE-School Collaboration

The training of prospective teachers necessarily requires an interdependent system. Higher education institutions provide teachers with academic and pedagogical knowledge which serve as the basis of their training. To acquire pedagogical skills, however, teacher candidates need to participate in school settings where they are observed, diagnosed and provided corrective feedback under the tutelage of a supervising teacher and academic adviser. Proper articulation between the two components, knowledge and practice, requires a close working relationship between elementary and secondary schools and schools of education. Yet, as Smith (1980) states, this relationship has been problematic:

...neither the local board of education nor the State has seriously committed itself to the task of providing the proper clinical conditions for pedagogical training. . . . colleges of pedagogy have never committed their resources or staffs to the task of pedagogical training nor provided the leadership to induce local school personnel to join in a study of the mutual problems of pedagogical education.

In Georgia, an apparent absence of collaboration is evidenced by teachers' comments. In a 1983 "Teacher Survey," the Georgia Professional Standards Commission reports: "Teachers felt strongly that professors teaching education courses 'should' be required to spend time participating in (multiple) classroom settings so courses would be practical, relevant." Whether accurate or not, it is believed that education faculty have not returned to the schools since leaving their teaching or administrative posts there many years ago. There is an obvious need to remedy this situation.

RECOMMENDATIONS

RECOMMENDATION 31: DEMONSTRATION SCHOOLS

**Funds Should Be
Appropriated To
Develop A Limited
Number Of Public
Schools As
Demonstration
Schools.**

Comments: Demonstration schools should be designed through a collaborative effort involving the University System, State Department of Education, individual universities and school districts. Based on concepts designed by Smith (1980), Goodlad (1984) and the Holmes Group (1986), demonstration schools would serve three functions: (a) as training sites for prospective professionals, (b) as sites for developing professional knowledge and expertise and (c) as sites for modeling promising and productive structural relationships. Permeating the concept is a partnership among practicing teachers, school administrators and college and university faculty. The student bodies of these schools

should represent the full range of students attending Georgia schools.

These schools should provide a setting for experimentation and demonstration in several areas: collaboration with local colleges and universities, diverse and enhanced roles for classroom teachers, innovative professional development programs for all staff, programs to meet the needs of minority and at-risk students and innovative programs for teacher education and teacher induction.

This recommendation holds promise for ameliorating the estrangement among schools, colleges and departments of education and their clients. It proposes the establishment of the SCDE counterpart to medical education's teaching hospitals. Because it calls for more than "refining the conventional," it entails complex arrangements and additional funds which may be difficult to attain. However, it might attract the attention of business, industry and other private funding sources. A first step would be to assess whether such a concept could relate to the "Demonstration School System" provision in the *Georgia Quality Basic Education Act*.

RECOMMENDATION 32. INVOLVING TEACHERS IN SCDE's

Schools, Colleges And Departments Of Education Should Develop Partnerships With Practicing Teachers And Schools For Planning, Teaching and Evaluating Teacher Preparation Programs.

Comments: Partnerships should include: (a) team teaching of methods courses by practicing teachers (as adjunct or clinical faculty) and education faculty; (b) asking master/mentor teachers to serve on committees, to plan, to evaluate and

supervise (for the record) field experiences, internships, practica, etc. and to teach specialized methods courses; and (c) involving teachers, principals and superintendents in the evaluation of institutional preparation programs.

Such interaction not only should improve relations between school and higher education personnel, but should also improve education students' experiences in the schools. Not only would education faculty learn about current school practices, but teachers would understand the institution's education program and would take part in its design.

RECOMMENDATION 33. FEEDBACK AND EVALUATION

As Part Of Their Program Approval And Review Process, The University System Should Require Institutions To Establish A Mechanism For Systematic Feedback From Local School Systems To Georgia's Teacher Preparing Institutions On The Performance Of Their Graduates.

Comments: This feedback would be used by SCDE's to evaluate and improve programs. Results on the Teacher Performance Assessment Instrument could provide a portion of this information. Observations made during the one- to three-year period of beginning teacher assessment should be incorporated into a formal reporting system to education units. Such a system would provide some indication of whether teacher preparation programs are relevant to school situations. Reports to institutions should remain confidential.

3.5 PROPOSAL FOR A CENTER OF EXCELLENCE FOR TEACHER PREPARATION PERSONNEL

The following recommendation addresses several problem areas discussed previously in this report, particularly faculty renewal, school of education-elementary and secondary school collaboration and redesigning teacher preparation programs.

RECOMMENDATION 34.

A Center Of Excellence For Teacher Preparation Personnel Should Be Established And Supported By The Board Of Regents.

Center Description

The Center could serve as a new arm of the colleges and universities in the University System providing an inter-institutional stimulus. The goals of such a "Center" could include: (a) stimulating inter-institutional curriculum planning and development; (b) supporting the development, institutionalization and dissemination of model educational programs; (c) strengthening the faculties and improving the quality of teaching in the colleges of education; (d) strengthening skills of administrators in schools, school districts and colleges of education; (e) improving the knowledge base for education by developing programmatic research; (f) identifying ways to improve the quality of students entering the field of education; (g) disseminating to the public schools the best of educational research and assisting the schools in putting research findings into operation; (h) building close ties between colleges of education and the related departments in the colleges and universities; (i) building strong ties between colleges and univer-

sities and the public schools and communities in the state; (j) bringing in national leaders in education, business and government from all parts of the country for short-term consulting assignments; and, (k) disseminating new ideas and best practices to appropriate state audiences through institutes, dialogues and publications.

Activities in the Center could include:

- Opportunities for faculty from schools and higher education institutions working together to design innovative programs both for teacher preparation and the schools. These programs would serve as models to be disseminated through papers and workshops;

- Workshops/seminars to "retool" faculty and administrators in terms of the knowledge base for teaching and strategies for designing and implementing improved teacher preparation programs;

- Conferences/workshops/seminars which feature experts/consultants in all areas and at all levels of education, business and the like sharing their knowledge with school and higher education personnel;

- Opportunities for schools and institutions of higher education faculty to conduct research on teaching and learning specific to the Georgia environment and share findings with colleagues;

- Inviting external review committees to assess current teacher preparation programs at each institution in the University System for the purpose of assisting education units in the development of long-range academic plans reflecting the emerging knowledge base, demographic and educational delivery trends and state goals and requirements.

Comments: To allow education faculty to take advantage of Center

activities the University System should expand its leave policy and provide additional fellowships for post-doctoral study. Through the Center, the University System could also strengthen the role of the existing Faculty Development Committees. These Committees, organized according to fields offered in a teacher preparation program, could have the specific task of developing conferences to update faculty members in their areas. Institutions could partially support conference costs by paying registration fees for their faculty members to attend.

The Center could also conduct teacher-faculty exchange programs. Such programs would enable each SCDE to arrange an exchange for one quarter between an outstanding teacher in the Georgia public schools and an outstanding faculty member. Each public school teacher selected would assume the duties normally performed by a college professor while each faculty member selected would assume the duties of a teacher or administrator within the district to which he/she is assigned. This program would be competitive in nature so that faculty and teachers are chosen on the basis of recognition of significant contributions.

This proposal involves a significant financial investment on the part of the state and the University System. It appears to be an expensive venture because it involves a holistic approach to innovation and improvement on a state-wide basis; however, the Center concept combines a number of activities which would likely be undertaken by the University System in any event, the sum total of which would also appear costly. The Center could also help to reduce disparities among the various institutions in the University System. It should be noted that the Center could operate as a concept; thus no additional facilities would be necessary.

QUALITY CONTROL FOR TEACHER PREPARATION AND ENTRANCE TO THE PROFESSION

Chapter 4

This chapter looks at three aspects of quality control: provisional, probationary and emergency certification; certification regulation; and state program approval and national accreditation.

4.1 PROVISIONAL, PROBATIONARY AND EMERGENCY CERTIFICATES

Teaching appears to be the only profession in which the solution to the problems of short personnel supply is to open the doors to the unprepared and the underqualified. The AACTE Task Force on Certification has been unable to discover any other state-licensed occupation for which "emergency" certification exists (Task Force on Certification, American Association of Colleges for Teacher Education, 1984).

As stated previously in this report, studies have shown that provisionally certified teachers have higher turnover rates and require more inservice assistance. Regarding the common practice of issuing probationary certificates to teach out of field, a study comparing in-field and out-of-field certified math teachers has shown:

...in-field certified math teachers know more mathematics and show evidence of using more effective teaching practices than their out-of-field counterparts. Further, and most important, students of in-field

certified math teachers achieve at a higher level than do students taught by out-of-field teachers (*Journal of Teacher Education*, May-June, 1985).

Georgia issues five types of certificates, three of which are probationary or provisional in nature:

1. A BT Certificate is valid for one year. It is issued at the request of the employing supervisor for persons with a liberal arts degree who have an incomplete education course sequence. Teachers holding BT certificates are not assessed for certification purposes but must pass the TCT during the validity period of the certificate.
2. The NBT is a non-renewable provisional certificate issued for one year to persons with a B.S. degree who have completed an education course sequence but have not achieved a passing score on the TCT. This certificate is issued at the request of the employing supervisor. Holders of the certificate are eligible for assessment and must pass the TCT during the validity period of the certificate.
3. The PAT is a probationary certificate issued for one year at the request of the employing supervisor to those persons qualifying for an additional certification field.

The report of the Governor's Education Review Commission (1984) indicates concern over the growing number (cited in the Introduction to this report) of provisional and probationary certificates. It appears that while Georgia is raising the standards at the teacher preparation level (more selective admissions and testing requirements), it is simultaneously violating those criteria by issuing an increasing number of substandard certificates.

An additional problem in Georgia, related to this issue, is that all beginning teachers start at the same salary level, regardless of their training and the type of credentials they hold. This sends a clear message to beginning teachers and the public that investment in a teacher preparation program is of little significance.

RECOMMENDATIONS

NOTE:

Recommendations 3, 4 and 5 which appear in Section 1.1 also address this issue.

RECOMMENDATION 35: RESTRICT SUBSTANDARD CERTIFICATES

The University System Should Work With The State Department Of Education To Counter The Use Of Substandard, Limited and Emergency Certificates, Allowing Such A Practice Only For People Who Have Completed Professional Preparation Programs

And Are Awaiting Successful Test Results.

Comments: To address another problem stemming from the practice of substandard certification, a salary schedule for beginning teachers should be developed which reflects the credentials the teacher possesses. Proper remuneration for professional training should be given teachers with an initial teaching certificate.

Finally, the State Department of Education should collect and analyze data on the numbers of provisional, probationary and emergency certificates issued in Georgia and examine why there has been such a sharp increase in their issuance.

Completely eliminating the practice of issuing substandard credentials may not be possible given the provisions in the *Quality Basic Education Act* for professional certification of persons who have not completed teacher preparation programs; however, every attempt should be made to curtail the practice by pursuing other options.

RECOMMENDATION 36: CHANGE ALTERNATIVE CERTIFICATION PROVISIONS

The University System Should Work With The State Department Of Education And The Legislature To Change The Current Provision In The Quality Basic Education Act Which Allows The Option Of Issuing Renewable Certificates To Persons Who Have Not Completed An Approved Teacher Preparation Program.

Comments: Recommendation 4, in Section 1.1, describes an alter-

native certification program which maintains professional standards.

4.2 CERTIFICATION REGULATIONS

There are several problems associated with current certification processes in Georgia and nationally. The first of these is the tendency to over-regulate by issuing certificates which narrowly define what a teacher can teach:

A state may issue a certificate with broad authorization which allows the certificate holder to be assigned to a position but does not specify the subject in which the holder was trained. On the other hand, a state may issue a certificate with a specific authorization which indicates precisely what the individual has been assigned to do, and which limits the employer to assigning the holder only to those specific positions authorized (Roth and Marstain, 1984).

Although Georgia is reported as moving from specific to broad secondary grade credential authorizations, it currently maintains forty-nine certification fields. Problems caused by such narrow authorizations are discussed by Gardner and Palmer in their report to the National Commission on Excellence in Education (1982):

Since 1945 the teaching certificate credentialing process has become far more detailed. The number of different credentials has increased substantially, and requirements for each credential have become quite specific and extensive. These requirements determine in large measure the preparation programs offered by colleges and universities, and specificity in certain states sharply cur-

tails the possibility of experimentation and innovation on the part of higher education. In addition, the certification process tends to dictate assignment of staff in the schools. Because credentials are so specific, local administrators and superintendents have little flexibility in assignment.

In addition to limiting the flexibility of preparation programs and teacher assignment, in Georgia over-regulation has caused a severe backlog in the issuance of certificates. This backlog may be one of the reasons that so many individuals are teaching with substandard certificates.

Another problem occurs when the certification process becomes nothing more than an exercise in course-counting. Too often teachers can obtain additional authorizations simply by fulfilling a requirement specifying numbers of credit hours or courses. Course or credit-hour completion alone does not mean a teacher is adequately prepared to teach in a given field.

The current process for certification denies the importance of an institution's endorsement of a candidate when a diploma is issued. Further, it denies a role for the profession in determining either the composition of teacher training programs or standards for certification. In fact, for the teaching profession, there is little differentiation between licensure and certification, contrary to accepted practice in other professions as noted below.

In other professions (including Accountancy, Dentistry, Medicine, Law, Nursing, Engineering, Architecture) training programs must be state and/or nationally accredited. An autonomous board of examiners, all or a majority of whom are practitioners, determines the standards for the profession's preparation program and grants certification upon completion of that program. Certification signifies

that the individual is competent to practice the profession. In this manner licensure is differentiated for certification; licensure is a procedure subsequent to certification denoting the state's legal approval for the individual to perform specific services in that state.

In Georgia, as in other states which use certification exams as the sole criterion for issuing certificates, students are excluded from the teaching pool who may have manifested a potential for success in a variety of ways. For example, the impact of the certification test on the minority teacher pool was discussed in Section 2.2.

In summary, the problems cited above would indicate a need to streamline and expedite the certification process in Georgia while maintaining standards for training and licensure which ensure the competence of beginning teachers.

RECOMMENDATIONS

RECOMMENDATION 37: SEPARATE FUNCTIONS FOR CERTIFICATION AND LICENSURE

Certification Should Become The Professional Endorsement Of A Teacher Candidate And Licensure Should Become The State's Permission To Practice As A Teacher.

RECOMMENDATION 38: ROLE OF PROFESSIONAL STANDARDS BOARD

The Process Of Granting An Initial Certificate

To A Teacher Candidate Should Be A Function Of A Georgia Professional Standards Board.

Comments: Whether the present Georgia Professional Standards Commission could be refashioned to undertake these roles is uncertain. The Committee believes that such a Board is an essential component in the achievement of professional status teaching.

RECOMMENDATION 39: DEREGULATE CERTIFICATION PROCESS

The Process of Certification Should Be Deregulated Concurrently With The Strengthening Of Standards For Teacher Preparation Program Approval.

Comments: Recommendations 37, 38 and 39 would accomplish several important objectives. First, increased credibility would be given to both teacher preparing institutions and professional educators. The current backlog of licenses would be reduced/eliminated. Finally, the certificate to practice the profession of teaching would signify satisfying standards exceeding completion of numbers of courses or credit hours.

It should be noted that sufficient additional funding support would be necessary to enable the Professional Standards Commission to be refashioned to assume certification function. Giving this duty to a Standards Board would also require a change in status from advisory to the State Board of Education to an autonomous body. These changes could be made over a period of time. Delegating the teacher certification function to professional standards boards is a prac-

tice currently followed by several other states and consistent with the recommendations of recent reports on the teaching profession.

The process of strengthening program approval standards is discussed in Section 4.3.

RECOMMENDATION 40: MULTIPLE CRITERIA

Criteria In Addition To The Teacher Certification Test Should Be Used For Initial Certification Purposes.

Comments: Criteria should also include "some observable and quantifiable measures in the areas of classroom management and instruction... combined with college grades, major area grades and teacher training grades ... These could be weighted in a formula that allows a wide range of factors to be considered" (George, *Journal of Teacher Education*, November-December, 1985). Although the recommendations might be perceived by the public as backing away from quality control measures, the best professional knowledge has shown that objective tests, used alone, give no assurance that the candidate will be an effective teacher. Reliance upon a combination of the TCT, TPAI and college GPA may be one constructive step in this direction. Use of both assessment instruments should be a prerequisite for certification.

4.3 PROGRAM APPROVAL/NATIONAL ACCREDITATION

As stated in the previous section, Georgia has chosen the route of increased regulation of the certification process in lieu of relying on rigorous program approval

standards and national accreditation as the means of quality control. This practice is in contrast to the approach taken in other professions. In doing so, Georgia has neglected to strengthen program approval standards for teacher preparation programs which are said to be out-dated (Governor's Education Review Commission, Personnel Committee, 1984) and only nineteen of the thirty-three teacher preparing institutions in Georgia have programs accredited by the National Council for Accreditation of Teacher Education (NCATE).

Both state program approval and national accreditation of teacher preparation programs can be used to improve teacher education. State approval focuses on developing and maintaining standards for individual programs offered by education units which must be met for their graduates to be eligible for certification in that state. National accreditation concentrates on education units' characteristics which enable them to maintain national quality standards.

NCATE has recently been redesigned in a manner which emphasizes the distinction between state approval and national accreditation and which is intended to assist institutions to meet education unit and specialty area standards as well as to assist states with program approval standards. Its governance includes three boards for these specific purposes: a Unit Accreditation Board, a State Recognition Board, and a Specialty Areas Study Board. The membership of the three boards is drawn from teacher education, teachers, state and local policymakers and professional specialty areas.

RECOMMENDATION 41: UPGRADE PROGRAM APPROVAL

The University System Should Work With The

Appropriate State-Level Agencies To Update And Strengthen Program Approval Standards

Comments: NCATE unit accreditation should be made a prerequisite for any public or private institution submitting its programs to the state for approval; institutions should not be allowed to offer programs which do not have state approval. Standards for program approval should reflect program components described in Recommendation 20, Section 3.1.2 of this report.

This recommendation will place the teaching profession with other professions which rely heavily on program approval and national accreditation as quality control measures. For example, in the medical profession an institution does not open its doors until it is nationally accredited. It is likely this recommendation will be opposed by institutions which currently do not submit programs to NCATE and by institutions offering programs not approved by the state. This approach also offers a viable alternative to the increasingly bureaucratic nature of certification.

POLICYMAKING FOR TEACHER EDUCATION:
RELATIONSHIPS OF THE BOARD OF REGENTS, THE
STATE BOARD OF EDUCATION AND THE TRUSTEES
OF INDEPENDENT COLLEGES AND UNIVERSITIES

Chapter 5

This chapter addresses only two of the many important aspects related to policymaking boards with a role in teacher education. The first section deals with their access to sufficient data; the second addresses the importance of coordination and cooperation between the Boards/Trustees.

5.1 DATA GATHERING

Many important decisions are being made by state-level policymakers about schools, teachers, teacher preparation and the like, often with insufficient data. Many of the recommendations made in this report (including numbers 1, 4, 23, 25, 35) specify the need for the University System and State Department of Education to assimilate, analyze and disseminate necessary data to serve as a basis for ensuing decisions.

Policymaking bodies are increasingly being judged nationally on their access to data as a basis for decision-making. Reflecting on the importance of information for state legislatures, for example, the Advisory Commission on Intergovernmental Relations stated:

Legislatures cannot formulate appropriate public policies without adequate information on which to base their determinations. They need information independent of the interests that seek to sway their decisions. . . . Moreover, they must have the time and expertise needed for analyzing it (1985).

This need is no less urgent for education policymaking boards.

RECOMMENDATIONS

RECOMMENDATION 42:
IMPROVED DATA GATHERING AND ANALYSIS

There Should Be An Increased Allocation Of Funds For The University System, The Independent Colleges Association, And The State Department Of Education To Expand Their Capabilities To Collect And Analyze Data Of Significance For Education Policymaking.

Comments: Such data not only should be used for decision-making at the Board/Trustee level but also should be brought to the attention of the Governor and Legislature for their use. Data collection and analysis should include but not be limited to the following information: trends in the number of education programs, students prepared for initial certificates, education student enrollees and education faculty at each teacher preparing institution in Georgia; faculty teaching loads, salaries and percent tenured in education compared with other higher education institution programs and compared with other states in the country; budget trends for education programs; trends for student scores on entrance and certification tests; supply-demand figures for teachers; trends in number of high school graduates; trends for teacher salaries in Georgia compared with

other states in the country and in comparison with other college graduates in Georgia.

Although this recommendation suggests an increase in expenditure, the ability to make decisions based on sufficient information saves money in the long run if time and money are wasted on an option based on faulty or deficient information. It may be possible for an "Information Center" to be established and shared by all state agencies directly concerned with education policymaking.

5.2 COORDINATION AND CO-OPERATION BETWEEN THE BOARDS/TRUSTEES

There are many policies impacting on teacher education programs developed or implemented by the Board of Education. A current example is the *Georgia Quality Basic Education Act* which includes many new provisions with potential impact on, and involvement for, institutions of higher education, particularly those preparing education personnel. Although the Board of Education is charged with developing implementation strategies for those provisions, the Board of Regents and Trustees of Independent Colleges and Universities will oversee how new policies are carried out at institutions within their jurisdictions. There also may be ways in which the Regents and Trustees might contribute to policies and regulations developed by the Board of Education.

Areas where policies already directly impact institutions preparing teachers include teacher education program approval and teacher certification under the jurisdiction of the Board of Education and implemented by the State Department of Education. As stated previously, in spite of the Board of Education's responsibility for establishing poli-

cies for program approval in Georgia, different expectations are set for public and private institutions with teacher preparation programs. This problem serves as an example of the necessity for improved collaboration and cooperation between the various agencies responsible for teacher education policy. Recommendations 17 (Section 2.2) and 41 (Section 4.3) in this report address this problem.

RECOMMENDATIONS

RECOMMENDATION 43: CLOSER COOPERATION/ COLLABORATION

The Department Of Education Must Involve The University System And The Independent Colleges Association In The Implementation Of Policies That Impact On The Preparation Of Teachers.

Comments: Of immediate concern are those provisions of the *Quality Basic Education Act* which have potential impact on teacher education and thereby affect the quality of teacher education programs in Georgia. To ensure a close working relationship, it is suggested that joint working committees be established composed of staff for the University System, the Independent Colleges and the State Department. In this way common plans and agenda could be presented in all policymaking bodies involved.

BIBLIOGRAPHY

REFERENCES

Recommendations of the External Review Committee for the Improvement of Teacher Education in Georgia

Advisory Commission on Intergovernmental Relations (ACIR). *The Question of State Government Capability*, Washington, DC: ACIR, January, 1985.

Education Commission of the States (ECS). *A Compilation of the Major Recommendations on Teacher Education*. Denver, CO: ECS, not dated.

Erekson, Thomas L., and Barr, Lowell. "Alternative Credentialing: Lessons from Vocational Education." *Journal of Teacher Education*, XXXVI, No. 3 (May-June, 1985): 16-19.

Feistritz, C. Emily. *The Condition of Teaching, A State by State Analysis*, 1985. Princeton: The Carnegie Foundation for the Advancement of Teaching, 1985.

First, Joan McCarty, and Cardenas, Jose. "A Minority View on Testing." *Educational Measurement* 5, No. 1 (Spring, 1986): 6-11.

Gardner, William E., and Palmer, John R. "Certification and Accreditation: Background, Issue Analysis, and Recommendations." Paper Prepared for the National Commission on Excellence in Education. ED226003. Washington, DC: August, 1982.

George, Pamela. "Teacher Testing and the Historically Black College." *Journal of Teacher Education*, XXXVI, No. 6 (November-December, 1985): 54-57.

Georgia Professional Standards Commission. "Status of Teacher Education as it Relates to Critical Issues in Georgia." Atlanta, GA, September, 1983. (mimeographed)

Goodlad, John I. *A Place Called School*. New York: McGraw-Hill Book Company, 1984.

Harris, Joe Frank, Governor, and McDaniel, Charles, State Superintendent of Schools. *Georgia's Quality Basic Education Act*. Atlanta, GA: Georgia Department of Education, 1985.

The Holmes Group. *Tomorrow's Teachers*. East Lansing, MI: The Holmes Group, Inc., April, 1986.

Holmstrom, Engin Inel. *Recent Changes in Teacher Education Programs*. Washington, DC: American Council on Education, November, 1985.

Howsam, Robert B., Corrigan, Dean C., and Denemark, George W. *Educating a Profession*, 2nd Edition. Washington, D.C.: American Association of Colleges for Teacher Education, 1985.

Jacobs, Robert L. "New Carnegie Data Show Faculty Members Uneasy About the State of Academe and Their Own Careers." *The Chronicle of Higher Education* XXXI, No. 16, (December 18, 1985).

National Center for Education Statistics (NCES). *The Condition of Education*. Washington, DC: NCES, 1985.

National Commission for Excellence in Teacher Education. *A Call for Change in Teacher Education*. Washington, DC: American Association of Colleges for Teacher Education, 1985.

Personnel Committee, Governor's Education Review Commission, Draft No. 3, Atlanta, GA, August 23, 1984.

Roth, Robert A., and Mastain, Richard, eds. *Manual on Certification and Preparation of Educational Personnel in the United States*. Sacramento, CA: National Association of State Directors of Teacher Education and Certification, 1984.

Smith, B. Othanel. *A Design for a School of Pedagogy*. Washington, DC: U.S. Government Printing Office, 1980.

Study Committee on Public Higher Education Finance. "Formula for Excellence: Financing Georgia's University System in the '80's." Atlanta, GA, September, 1982.

Task Force on Teacher Certification. "Emergency Teacher Certification." Washington, DC: American Association of Colleges for Teacher Education, February, 1984.

GENERAL STUDIES

Common, Dorman L., et al. *Who Will Teach Our Children? A Strategy for Improving California's Schools*. Sacramento: The California Commission on the Teaching Profession, November, 1985.

Moynihan, Timothy J., and Wolcott, Dean E., et al. *Teachers for Today and Tomorrow: Recommendations for Attracting, Preparing, Retaining and Rewarding Teachers in Connecticut* (The Report of the Governor's Commission on Equity and Excellence in Education). Hartford: The Public Information Office, June, 1985.

Klagholtz, Leo, et al. *New Jersey's Design for Educational Excellence*. Trenton: New Jersey State Department of Education, June, 1985.

APPENDIX

External Review Committee For The Improvement Of Undergraduate Teacher Education In Georgia

Ms. Mary Hatwood Futrell, *Chair*
President, National Education Association
1201 16th Street, N.W.
Washington, D.C. 20036

Dr. Ernest Benson
Vice President for Academic Affairs
Albany State College
Albany, Georgia 31705

Dr. Norene Daly
Dean, College of Education
Florida Atlantic University
Boca Raton, Florida 33232

Dr. Robert Saunders, Dean
College of Education
Memphis State University
Memphis, Tennessee 38152

Dr. Gene D. Sullivan
Research Officer
Federal Reserve Bank of Atlanta
104 Marietta Street, N.W.
Atlanta, Georgia 30303-2713

Dr. Harrison Carter
Vice President for Academic Affairs
Georgia Southern College
Statesboro, Georgia 30460

Dr. Robert Egbert
Professor of Education
Teachers College
University of Nebraska-Lincoln
Lincoln, Nebraska 68588

Dr. John Palmer, Dean
College of Education
University of Wisconsin-Madison
Madison, Wisconsin 53706

Dr. Frank Smith
President and Chief Executive Officer
Computer Management
500 Tech Parkway, Suite 102
Atlanta, Georgia 30313

CONSULTANT:

Dr. David G. Imig
Executive Director
American Association of Colleges for Teacher Education
One Dupont Circle, Suite 610
Washington, D.C. 20036